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ABSTRACT

Addressing a serious, long-term educational problem in Brazil, this study aimed at identifying teachers' opinions about students' failure at school and the factors related to such failure in order to understand what such opinions mean in terms of teachers' perceptions of their role. Subjects were 451 public school elementary school teachers from six counties in the State of Espirito Santo. The methodology employed was qualitative-phenomenological. After having been shown the statistics about the conditions of educational access, promotion, drop-out and faculty qualification, teachers gave their opinions and perceptions about school failure and its determinants. The data were subjected to inductive analysis; emerging issues were classified into themes and then into broad categories. Results revealed that teachers placed greater emphasis on the economical and social-psychological conditions of the child and the family as the main determinants of school failure. They excluded themselves from responsibility for school failure and displaced responsibility to the child, the family, and the central administration. (Author/RH)

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Teachers' Perceptions and Opinions about Educational Problems in their School Systems

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Abstract

This study aimed at identifying teachers' opinions and perceptions about the problems of school failure and their determinants in order to understand what they meant in terms of their perception of their role. The subjects were 451 public school elementary teachers from six counties in the State, one in each region. The methodology was qualitative-phenomenological. After been shown the statistics about the conditions of educational access, promotion, drop-out and faculty qualification, they presented their opinions and perceptions about school failure and their determinants. The data was subjected to inductive analysis by which the issues that emerged were classified into themes and those into broad categories. Results reveal that teachers place greater emphasis on the economical and social-psychological conditions of the child and the family as the main determinants of school failure. They exclude themselves of their share of responsibility for school failure displacing it to the responsibility of the child, the family and the central administration.

Teachers' Perceptions and Opinions about Educational Problems in their School Systems

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The success of government policies and programs to extend educational opportunities to the population has been shown by the increasingly larger proportions of Brazilians who enrolled in school in the past twenty years. However, this success is followed by an undeniable failure to retain the children in school for at least eight years and to provide them with a quality education. Statistical data show that for every 1000 children who started school in 1971, only 349 got to the 4th grade in 1974 and only 180 graduated from 8th grade in 1978. It is also estimated that among the seven million children enrolled in grade one in 1978, only 1.4 million (20%) would finish the 8th grade in 1985 (SEEC/MEC, 1981).

Due to the fact that school-failure affects mostly children from poor socio-economic origins, the consistently high rates of drop-out and retention in the grade levels point, not only to the evident failure of the Brazilian educational programs to univer-

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. This paper is a summarized version of the work entitled: Percepção dos professores sobre os problemas educacionais de seu município" . (1985). In E. Gama (coordinator), Legitimação da escola reprodutora: A postura, as opiniões e as expectativas dos professores das séries iniciais do 1º Grau (Legitimating the reproductive school: The assumptions, opinions and expectations of teachers from grades one through four). Research report. Vol. IV, Diagnóstico Estadual da Educação no ES. Vitória, ES: PPGE/Universidade Federal do Espírito Santo, pp. 26-131.

. This investigation was supported by the Brazilian National Institute for Research and Studies in Education.

salize the eight year education, but also to the issue of social selectivity in the schools.

The present study is based on the assumption that even though school failure may be partly due to the poverty conditions of the child, the nature and the quality of the educational experience also contribute considerably to either reduce or increase the probability of failure. As such, the school functions as a mediator between the concrete living conditions of the children and their social destiny. In Mello's (1980) words:

> If the contradictory relationships between reproduction and change occur inside and through the school, this mediation will happen both in the direction that the social destiny of this clientel reasserts their conditions of origin as well as in the direction that these conditions of origin be negated (p. 33).

If this is true, it makes a lot of difference if the child's educational experience is good or bad.

These assumptions bring out the importance to identify and understand all the processes that occur inside the school --- and that is the role of research --- in order to implement educational practices that are more efficient in changing failure to success.

Within the school context, teachers are the direct agents of education. They are the ones who daily translate and interpret the content material, giving meaning to the learning experience. However, their behavior is not neutral not detached from their socio-historical and cultural origins, their gender, age, qualification, etc., which are expressed through what they say and do. As such, their representations, their expectations, and opinions about the student, the school, perceptions of their role and the role of education are manifested in their practice and influence both the

quality and the results of their work.

The present study is part of a line of investigation developed by a group of researchers and aimed at describing and understanding the educational conditions of the State of Espírito Santo. Previous studies (Gama, Jesus, Doxsey, Carvalho, Lucas, Salviato and Gonçalves, 1984; Gama, Jesus, Doxsey, Carvalho, Lucas and Salviato, 1985) mapped and analyzed the conditions of school access, promotion, retention, "drop-out", teacher and personnel qualification and school availability in the State. The results were not very much different from the picture presented in the rest of the country. School failure, represented by drop-out and retention in the grade level, is very high (66.9% in 1st grade and close to 50% in grades 1 through 4 combined, in 1980). Cohort studies showed that the rates of failure have not changed in the past 10 years. Finally, the public school system, compared to the private, presented a poorer performance. It was also confirmed the expectation that school failure is associated significantly with the socio-economic conditions of the counties and the regions where the schools are located.

Subsequent studies have been focusing on the schools with the expectation to discover, in their daily routine, explanations for the problems evidenced. This specific study aimed at identifying teachers' opinions and perceptions about the problems of school failure and their determinants. Secondly, it was also our purpose to analyze these opinions in order to understand what they meant in terms of teachers' perception or their role.

Methodology

Considering that the nature of the investigation was concerned

with teachers' thoughts from their own frame of reference, the qualitative method was chosen as the most appropriate approach. Avoiding the classification of the subjects' responses into predetermined categories (which would be based on the researchers' frame of reference), the qualitative approach employed allowed the subjects more freedom to express their opinions based on their own life experiences, background and their interpretations of the world and the role of education. Psychological processes do not exist isolated from the concrete social and historical conditions of society and thus, each individual is a synthesis of multiple determinants. By using the qualitative method these investigators expected to arrive at a more comprehensive understanding of the teachers' perceived role as well as at the ideology underlying it

Subjects

In a previous study the State of Espírito Santo was divided into six regions for purposes of analysis according to geographic, socio-economic and cultural criteria (Gama et al., 1984). In the present study, six counties, one in each region, were intentionally selected according to geographic accessability, viability of contact by the State Department of Education to bring the teachers together and the number of elementary school teachers hired by the State public school system. The subject pool invited to take part in the study was all the State public school elementary teachers working in the six selected counties. Only State public school teachers were invited for the following reasons: (1)about 75 percent of the elementary school children are enrolled in State public schools;

and (2) the highest rates of retention in the grade level and drop-out happen during the first four years of schooling.

A total of 451 teachers, about half of the invited population, came to the meeting. The sample was proportionally distributed between urban and rural school teachers. About half of the teachers worked in one-classroom schools. All grade levels were represented in the sample and 28.1 percent of the teachers worked with classrooms with more than one grade level. The majority of the teachers had the minimum formal qualification required to teach elementary schools in Brazil (82%) and a few also had a college degree (13.7%).

The subjects' mean age was 30.85 (s=7.64). Most (80%) had been teaching elementary school for more than two years.

Procedures

The data were collected in six previously scheduled meetings, each held in the main city of the chosen county. Each meeting was conducted by two investigators and each pair facilitated two meetings in different counties. The meeting followed the procedures described below:

1. Presentation to the audience of the investigators, their research work and the purposes of the meeting.

2. Presentation and explanation of displays with descriptive statistics showing the performance of the county's State public and private school system and the overall State average. The following indicators were presented: rates of access to school at age seven, rates of promotion in grades 1, 1 to 4 and 5 to 8 combined, rates of drop-out in grades 1 and 1 to 4 combined and teacher qualification. In all cases the researchers presented,

interpreted and answered questions about the data. It was our purpose to show, concretely, the problem of school failure, not only in comparison with the private system but also based on the liberalist-equalitarian ideals of education. Finally, this presentation also served the purpose of eliciting teachers' thoughts and explanations regarding the problem of school failure.

3. Implementation of group discussions during which the subjects presented and debated their opinions and perceptions about school failure and other educational problems in their counties, their determinants and suggested measures for correction. All the discussions were audio-taped.

4. Distribution of a questionnaire to collect descriptive data about the subjects.

Data Analysis

The pool of information consisted of audio-tapes, written reports provided by some of the groups and the researchers' notes. This information was submitted to inductive analysis. The classification system consisted of converting the data into systematic broad categories of analysis, each one containing the main themes that emerged from the issues discussed, obeying the criteria of internal homogeneity and external heterogeneity as suggested by Patton (1983). This process was implemented according to the following procedures:

1. Analysis of the information obtained in two of the counties and sorting of the various issues into five broad categories of determinants.

2. Analysis of the information by county. Within each of the

of the categories, the issues that emerged from the discussion were listed and classified into themes.

3. Comparison of the six individual county reports and preparation of a synthesis describing, within each of the categories, the various themes and issues that emerged as well as the suggested measures for correction.

Results

Overall, the analysis of the educational problems conducted by the teachers followed very similar lines with small differences in the nature and number of themes and issues identified. These five categories of determinants were as follows:

1. Philosophical and political assumptions that underlie the practice of education.
2. Economic factors.
3. Socio-psychological factors.
4. Intra-school factors.
5. Factors related to the educational infra-structure.

The teachers apparently consider the economic and socio-psychological factors as aspects that most interfere in the success of the learning and instruction process, even more than intra-school factors. This was evidenced in terms of (1) the unanimity of opinions within and between counties; (2) the direct connections made in their speech between themes in these categories and school failure; and (3) the stress and detail given to the various issues in these categories.

In the category "PHILOSOPHICAL AND POLITICAL ASSUMPTIONS THAT UNDERLIE THE PRACTICE OF EDUCATION" , the teachers mentioned issues

that express the contradictions between principles and criteria that guide educational administration, decision-making and the practice of education and the liberalist-equalitarian ideals that are expressed in the official rhetoric. The various issues were grouped into six different, though related, themes as follows:

1. The devaluation of the teaching occupation. The subjects were unanimous about the loss of status and autonomy of their profession. The generalized complaint was that salaries were low; teachers felt exploited and deprived of their authority. "If they don't increase our salaries nothing will work ... neither the teacher will feel motivated to work, nor the students .... no way".

2. The criteria that guide the administration of education in the State. Everywhere there were complaints about the criteria used by the administration to make decisions about the distribution of resources. Among other things it was said that decision making regarding the location of rural schools and the distribution of financial resources to rural and urban schools was based on political pressures rather than need. Consequently many schools are very poor and others are located far from the children, which affects their performance. "There are places with no school ... sometimes children have to walk 6km to and 6 km from school. The results are absenteeism and dropping-out". Two of the counties also criticized the administrative pressure to show positive results. Given that these are represented by rates of student promotion, teachers have less strict criteria which, according to them, is harmful to the quality of education.

3. The myth of compulsory education. Four of the counties stated that many children are out of school because the legal requirements making education compulsory are a farce. The law is not enforced. They stress the need of legal procedures to enforce the law.

4. The contradiction between the liberalist equalitarian ideals and the role performed by the schools. "Schooling does not bring any improvement of living conditions ... children are considered

more useful in the fields". In general, the three counties that mentioned this theme complain that schools do not meet the needs of the population; they do not prepare the students for work and offer no guarantee of upward mobility. Due to those reasons, the families do not think it is important to keep the children in school. One of this counties also looked at this theme from a political perspective. In that case, the government was criticized for allocating most of the budget to big industrial projects rather to place priority on education.

5. The present social structure. Teachers in one of the counties stated that educational problems are reflections of the social structure. As they said: "It is a social, political and economic problem ... it is the present social structure that is all wrong. If it is changed everything else changes".

The measures for correction refer to law enforcement of school attendance, career development and promotional programs for teachers, better wages and campaigns for the development of policies that make education a priority.

The category "ECONOMIC FACTORS" included issues and themes related to the general living conditions of the children and their families. Given that most of the public school children live in poverty conditions, teachers were unanimous in pointing these issues as the most powerful determinants of school failure. The following themes emerged from the data:

1. Problems related to the direct costs of education. These are the expenses with school books and supplies, uniforms and transportation which are usually covered by the family. Even though the State distributes the textbooks, the other expenses still weight heavily in the family budget. According to the teachers, many children stay out of school because their families cannot afford these expenses.

2. Problems related to the indirect costs of education. This theme has very much to do with the child's contribution to the family budget. Eitheir in fields, in the city or at home taking care of younger sibblings so that the mother may work, the child labor and income is an important contribution to the family budget. The lower the socio-economic conditions of the family, the higher the indirect costs of education. This situation very much increases absenteeism, retention in the grade and finally, drop-out and, according to the teachers, is one of the major problems.

3. Parental mobility for reasons of work. Teachers in the rural areas also mentioned the problems of families of migrant workers that do not have steady jobs and move from place to place too often disrupting the educational experience of the children.

4. Problems determined from malnutrition of the children. Many children are underfed since prenatal life. Teachers also say that they come to school hungry, are slow, lack concentration in tasks and often have other health problems, which, combined, affects their school performance.

The corrective measures presented suggests a generalized sense of impotence in relationship to a problem that is beyond the teachers' power to interfere. However, they did suggest the adoption of a calendar adapted to the needs of the working child, more government aid to school material, uniform and lunch, family planning programs and the implementation of technical-vocational schools.

The category "SOCIO-PSYCHOLOGICAL FACTORS", along with the economic factors, were given great emphasis by the teachers as factors that directly affect the learning experience of the child. Within this category the following themes emerged from the data analysis:

1. Parental lack of interest in the child's school work and performance. Teachers were unanimous in complaining that parents do not provide incentives nor follow the child's education, do

not help them with school work nor, at least, make sure that they go to school everyday. "Some parents don't even know the name of the teacher. Parents don't help the children with the homework and we can't do everything alone".

2. The child's social-psychological problems. Teachers in five of the six counties mentioned that the child's "apathy, lack of interest, inability to concentrate and work effectively" in school tasks were important reasons for their poor performance.

3. The family problems. Issues such as parental separation, "family maladjustments" and lack of parental authority were also mentioned as aspects that interfere with the child's behavior at school and consequently with performance.

4. The presence of children with learning disabilities in regular classes. A few teachers in two of the counties stated that they were not qualified to work with these children and that their presence in regular classrooms is disrupting to the learning and instruction process.

5. Community rejection of teachers. It was brought up by two of the counties that sometimes the community rejects teachers from other cities when when there are qualified teachers in the area that were not hired. This problem makes their work more difficult and less effective.

Suggested measures for correction stress parental education to participate in the child's education, revitalization of PTA organizations and the implementation of Special Education classes. They suggest that Social Workers and the supervisors from the central administration work with community programs to improve relationships and in parental education.

The various issues mentioned within the category "INTRA_SCHOOL FACTORS" were grouped into three themes as follows:

1. School administration problems. The teachers complained of the excessive number of students in each class, a problems that is even more complex in the one-classroom multigrade schools in the rural areas and the multiplicity of roles that they perform

in the rural schools (where they are responsible for teaching, cleaning and cooking the lunch). These problems reduce considerably the time dedicated to classroom activities, which is already too short. And seriously affects learning. They also complain of the shortage of didactic supplies as well as human resources to assist the children.

2. Methodological problems. Teachers generally felt it was very difficult to work with multigrade classes for which they had not been trained. They also questionned the traditional evaluation system (through tests designed by the teacher) and were not satisfied with the minimum curriculum established by the State. They thought the curriculum demands that too much content material be covered. Finally, subjects in two of the counties stated that teachers are not sufficiently qualified to teach adequately and that they do not provide the necessary support and incentives to the students. They attribute the causality of this problem to Teacher Training Programs that have not prepared teachers well.

3. Problems related to pre-school education. According to to the teachers many children start first grade without the necessary readiness to learn to write and read. This problem increases retention in first grade and is attributed to either the lack of pre-schools, mainly in the rural areas, or to the poor qualification of pre-school teachers.

Suggested measures for correction include: to extend the first grade to two years,the appointment of better qualified first grade teachers, the adoption of a single literacy method, the implementation of pre-schools in rural areas, the elaboration of a new curriculum (including reduction of the content material to be covered in first grade), the reduction of class size and medical assistance.

The category of "FACTORS RELATED TO THE EDUCATIONAL INFRASTRUCTURE" included four themes mentioned as interfering with the quality of the educational services provided by the schools. They

are:

1. Problems related to the nature and quality of the technical assistance provided to the schools. Teachers are unanimous in asking for more effective pedagogical guidance and more relevant in-service training. According to them both are inadequate. They complained that supervisors act more as control agents than agents of pedagogical guidance and support.
2. Inadequacy of school maintenance and supply. In this theme two issues were brought up: the physical conditions of the school buildings that are poor for lack of adequate maintenance and the supply of didactic material for teachers and students. In the former case they complained that the distribution is not efficient nor sufficient which very much disrupts their activities in the clasroom.
3. Low quality of Teacher Training Programs. Teachers in two of the counties stated that the programs lack in quality and do not prepare teachers adequately.
4. The distribution of school lunch. Teachers felt that the lunch is a very important aid to their work with the with the children who often come to school hungry. They said that, school lunch is actually the major reason why many children come to school. Still, they complained the distribution is not sufficient nor well organized in terms of the adequate combination of food supplies.

Suggested measures for correction include improvement of Teacher Training Programs, an effective action of specialists through constant visits to the schools and improvement of the physical conditions of the schools.

Discussion and Conclusions

Educational statistics, in the past 30 years, consistently show that the Brazilian public schools have been very effective im promoting social selectivity. The statistics presented to the public elementary school teachers in this study show the same phenomenon.

These data are in obvious contradiction with the liberalist equalitarian ideal of education --- to provide equal opportunities to all. According to Mello (1985), when the contradiction between that which is proclaimed and that which is achieved is too large two different types of questions may come up: (1) either the "ideário pedagógico"[1] is questionned, or (2) it is necessary to find another reason for the discrepancy. And she concludes:

> In this case the student, in everything and for everything inadequate to the (untouchable) proposal of the schools, will be the responsible for the failure.
> From that point on, to represent the student in a distorted manner and expect his/her failure, the passage is inevitable (p. 42).

The data obtained in the present stydy suggest that the teachers chose to stress the second type of approach to explain the evident contradictions between what they thought school should be doing and what the data showed.

A critical analysis of the themes and issues that emerged from the various categories reveal that, in all the six counties, teachers placed greater emphasis on the economic and social-psychological conditions of the child and her/his family as the main determinants of school failure. The victim is thus transformed into the defendant and receives the blame for a failure that is not hers/his. Socio-economic conditions and their consequences on socio-psychological

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1. "Ideário pedagógico" in her definition is the body of ideas about education and the learning/instruction process that explains, justifies and guides the teacher's practice.

well-being and readiness to learn is interpreted exclusively from a particular perspective representative of an individualistic and acritical viewpoint. Thus, school failure tends to be explained by teachers only in terms of student (individual and family) characteristics, overlooking that which in Brazilian society is universal: economic and production relationships produce living conditions incompatible with good school performance. In addition, their opinions are unrealistic in that they expect a level of family involvement in the child's school work which is more compatible with middle and upper class families. How much involvement can one expect from parentes who are, themselves, poorly-educated or sometimes, even illiterate, and who spend most of their waking time in basic subsistence activities?

This tendency to displace the locus of the question of school failure to the area of responsibility of the family and personal characteristics of the child was also found in the studies conducted by Gama and Jesus (1985) and Mello (1985).

The discussion of the themes related to the philosophical and political assumptions that underlie the practice of education does suggest the presence of a beginning level of awareness and criticity, evidenced by some understanding of the relationship between schools and society. In most of the themes, the basic question underlying the discussion was the contradiction between that which is proclaimed, the ideals of education, the official rhetoric and the process of actualization of these ideals in the daily practice of education. However, teachers' thinking still seemed fragmented and often contradictory. For example, they asserted that there was "some

law"[2] that established education as a duty of the citizen (rather than their right) and asked for legal procedures to enforce it. But nowhere they brought up the issue of education as a duty of the State and its obligation to provide enough schools and effective conditions for the children to go to school and to remain there for at least eight years receiving the quality education to which they have a right. Further on, the teachers stated that the role performed by the schools does not meet the needs and expectations of the population. If that is true, why do they so emphatically ask for legal procedures to force the children to go to that kind of school?

The content of the data in this category suggests that teachers' awareness and criticity is more present in issues most directly related to their interests, that is, the evident devaluation of their occupation, their salaries, and decision-making criteria adopted by the Central Administration. Other themes were brought up less often and without the level of awareness and internal consistency that they deserve. Finally, at no point teachers questionned their own assumptions regarding their role in a school that, according to their own opinion, is not doing what it should do. In this case, society in general and the central administration get the blame.

The tendency to exclude themselves of their share of responsibility for school failure is also evidenced in the themes and issues brought up in the categories that include intra-school and educational

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2. According to the Brazilian Constitution, education is compulsory from age 7 to 14. It is considered a right of the citizen and a duty of the State.

infra-structure factors. Again, the issues that emerged are related to the role performed by both the central and the school administration in providing the needed services and organizing the school routine and activities adequately, the role not performed by pre-schools in preparing the child to elementary education, or else to Teacher Training Programs for not providing teachers with quality training to perform their jobs effectively. Even within the theme "methodological problems", the issues that emerged did not bring school teachers and their role in the classroom to the heart of the discussion. Only two of the counties timidly stated that teachers are not sufficiently qualified to teach effectively and that they do not provide the students with the necessary support or incentives. Also, in that case, someone else gets the blame --- Teacher Training Programs.

In summary, the content of the various themes and issues that emerged from the discussion in the six counties where the data was collected suggests that teachers have some beginning awareness of the importance of these factors for the satisfactory accomplishment of the purposes of education. Each of the mentioned themes directly or indirectly affects their work and consequently the students' performance. Furthermore. their concern with the improvement of educational conditions and the satisfactory development of the students was shown, sometimes implicitly, sometimes explicitly, throughout the discussion. They are aware of the limitations of the educational services provided to the population by the State and the schools. However, an in-depth critical analysis of their discourse reveals a viewpoint that, in the words of Freire (1972), is closer to naivete than to critical thinking.

Even though the discussion was initiated with a presentation of the conditions of education in their counties as concrete evidence of school failure and social selectivity in contradiction to the proclaimed ideals of education, the content of the debates was predominantly individualistic, particularized and technical, thus hiding the social-political nature of school selectivity.

Sometimes taking the position of the victim, but most of the time taking the role of the spectator, rather than the actor, teachers analyze the educational problems from a distance as if they were not the direct agents of the pedagogical practice. In that sense, the information reveals a teacher that does not assume her/his share of responsibility for the failure and selectivity that children are subjected to in the public schools. Social selectivity in the schools is determined by factors that appear external to them and beyond their power or autonomy to impact. To the degree that education is perceived as something that is constructed and implemented outside of their level of influence, decision and competence, the subjects' discourse suggests a sense of subservience, passiveness and incapacity to generate the needed changes in the schools. By avoiding a questioning of themselves and their action in the classroom, by assuming the passive role of a victimized spectator and by feeling powerless to implement changes in education, teachers destitute themselves and the schools of the relative autonomy that they could have as mediator between conditions of origin and the social destiny of children. In this case, economic determinants and their consequences on socio-psychological characteristics become absolute forces in social selectivity. The schools thus will continue serving

to reproduce the socio-economic structure (Bourdieu and Passeron, 1975).

To finalize, the opinions, the images, the contradictions and the feelings revealed in this study remember the words of Paulo Freire in his Pedagogy of the Oppressed:

> The oppressed, having internalized the image of the oppressor and adopted his (sic) guidelines, are fearful of freedom. Freedom would require them to eject this image and replace it with autonomy and responsibility. Freedom is acquired by conquest, not by gift. It must be pursued constantly and responsibly. Freedom is not an ideal located outside of man, not is it an idea which becomes myth. It is rather the indispensable condition for the quest of human completion (1972, p. 31).

TABLE 1

Categories and Themes that Emerged from Data Analysis

Categories/Themes	Counties					
	1	2	3	4	5	6
1. Philosophical and political assumptions that underlie the practice of Education						
- The devaluation of the teaching occupation	x	x	x	x	x	x
- The criteria that guide the administration of Education in the State	x	x	x	x	x	x
- The myth of compulsory education	x		x	x		x
- The contradiction between the liberalist-equalitarian ideals and the role performed by schools	x	x				x
- The present social structure	x					
2. Economic factors						
- Problems related to the direct costs of education			x	x	x	
- Problems related to the indirect costs of education	x	x	x	x	x	x
- Parental mobility for reasons of work	x	x	x	x	x	x
- Problems determined from malnutrition of children	x	x	x	x	x	x
3. Socio-psychological factors						
- Parental lack of interest in the child's school work and performance	x	x	x	x	x	x
- The child's social-psychological problems	x	x	x	x	x	
- Family problems	x	x		x		
- The presence of children with learning disabilities in the class		x				x
- Community rejection of teachers			x			x

(continues)

TABLE 1

Categories and Themes that Emerged from Data Analysis

Categories/Themes	Counties					
	1	2	3	4	5	6
4. Intra-school factors						
- School administration problems	x	x	x	x	x	x
- Methodological problems	x	x	x	x	x	x
- Problems related to pre-school education	x		x	x		x
5. Factors related to the educational infra-structure						
- Problems realated to the nature and quality of technical assistance offered to the schools	x	x	x	x	x	x
- Inadequacy of school maintenance and supply	x	x	x	x	x	x
- Low quality of Teacher Training Programs		x				x
- The distribution of school lunch	x	x	x	x	x	x

(end)

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